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REPORT

OF THE

SENATE COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

TO THE

SENATE COMMITTEE ON THE BUDGET

SUBMITTED PURSUANT TO SECTION 301 OF THE CONGRESSIONAL BUDGET AND IMPOUNDMENT CONTROL ACT OF 1974

OF THE

PROPOSED BUDGET FOR FISCAL YEAR 1984

FEBRUARY 25, 1983

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LETTER OF TRANSMITTAL

U.S. SENATE,
COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION,
February 25, 1983.

Hon. PETE V. DOMENICI,
Chairman, Committee on the Budget,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am submitting herewith the report of the Committee on Commerce, Science, and Transportation, pursuant to section 301(c) of the Congressional Budget Act, on its views and estimates of budgetary matters within its areas of interest.

This report was considered and approved by the Committee and represents the Committee's best judgment at this time. It must be emphasized that recent budget revision proposals have made the Committee's undertaking particularly difficult. Therefore, it is important to understand that each item in this report is subject to further review and modification by the Committee during its consideration of specific authorization requests. Please be assured that the Committee will continue to be committed to doing its share to bring Federal spending under control in order to achieve a balanced Federal budget. This report should not be construed to represent the views of any individual member.

Sincerely,

BOB PACKWOOD, *Chairman.*

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INTRODUCTION

The Committee on Commerce, Science, and Transportation is submitting this report on its views and estimates of budgetary matters within its areas of interest pursuant to section 301(c) of the Congressional Budget and Impoundment Control Act of 1974. This report, prepared with the assistance of the Congressional Budget Office, is based on the best information available to the Committee at this time. The vast majority of our Committee's programmatic responsibilities are contained in the following two budget functions:

1. Transportation (Function 400); and
2. General Sciences, Space, and Technology (Function 250).

This report has been broken down by subject within the Committee's jurisdiction. The Committee, however, has not attempted to discuss all of the programs under its jurisdiction. This report focuses upon those programs for which anticipated Committee actions such as reauthorizations, changes in existing authorizations, and new program initiatives, will affect the fiscal year 1984 budget. The Committee recommends current authorized funding levels for the other programs within its jurisdiction, which are not listed in this report. The Committee also recommends for these unlisted programs, outyear funding levels sufficient to continue the level of service currently authorized. The Committee has not attempted to list the programs addressed in this report in order of priority. Each program was or will be initiated to carry out a particular mission or remedy a particular problem and it is therefore impossible to assign it a relative value.

AVIATION

Federal Aviation Administration

Budget figures provided for the Federal Aviation Administration (FAA) reflect the authorizations and penalty clauses enacted in the Airport and Airway Improvement Act of 1982 and the Surface Transportation Assistance Act of 1982. These acts provide funding for the first 5 years of the FAA's 20-year plan to upgrade and modernize the Nation's airports and air traffic control system (National Airspace System Plan). The three programs essential to the completion of this modernization (the airport development program, the facilities and equipment program and the research and development program) will be funded completely from the Aviation Trust Fund.

The FAA's operating budget will be partially funded from the Trust Fund. The exact amount of trust funds to be used on operations is contingent on the amount of funds actually authorized and appropriated for the airport development program and the facilities and equipment program.

The revenue in the Trust Fund is generated by taxes levied on the users of the aviation system. The members of this Committee stand firmly behind their commitment that the taxes users pay for use of the aviation system will be put back into the aviation system and that a surplus will not be allowed to build up in the Trust Fund.

The figure provided for the airport development program reflects the total amount the Congress authorized to be spent from the Aviation Trust Fund on the development and repair of the Nation's airports. $200 million of this will be used solely for new construction projects and will result in the creation of thousands of jobs.

Full funding for the airport development program would make over $1.24 billion available to be drawn from the Aviation Trust Fund and spent on the FAA's operating budget in 1984. However, in the event that there is a reduction in the level of the authorization actually appropriated the Committee fully intends that the Trust Fund revenues made available for the FAA's operating budget be reduced according to section 426 of the Surface Transportation Assistance Act of 1982.

The figure authorized for facilities and equipment is $393 million lower than the original authorization figure. The lower figure is provided solely at the request of the FAA. The reduction is the result of a delay in the computer procurement program. Originally planned and budgeted for 1984, the computer procurement will not take place until 1985. The Committee wishes to cooperate with the FAA to reduce the facilities and equipment budget.

As a result of the reduction in facilities and equipment, the Committee is also reducing the amount of the FAA's operating budget which will come out of the Aviation Trust Fund by $786 million. This reduction is done pursuant to the penalty clause in the Airport and Airway Improvement Act of 1982. The fact that the facilities and equipment funds will be rolled over into the out years does not change the Committee's commitment to the users to abide by the penalty Congress has provided to protect the users from abuses in trust fund spending. Total trust funds to be used toward the FAA's operating budget would be the $1.24 billion made available as a result of the airport development levels less the $786 million due to the reduction in the authorization for facilities and equipment. Therefore, at the budget levels provided by the Committee $455.9 million of the FAA's operating budget would come out of the Aviation Trust Fund in 1984. The rest of the FAA's operation budget would come out of the general fund.

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The budget figures for the FAA's research and development program are consistent with the level provided in the Airport and Airway Improvement Act of 1982. The Committee believes this level is necessary to keep the FAA on its timetable to modernize the nation's air traffic control system.

Aviation Insurance

The aviation insurance program is projected to have zero effect on expenditures. The aviation insurance program currently shows a surplus.

Aircaft Guaranteed Loan Program

This program expires on October 23, 1983. The Committee will not reauthorize it; no new commitments will be made during 1984.

Civil Aeronautics Board

The figures provided for the operating expenses of the Civil Aeronautics Board (CAB) are authorized at levels which the Committee believes are the minimum necessary for the CAB to operate effectively. The Committee recognizes that, although due to sunset at the beginning of 1985, the CAB continues to perform several essential functions. These functions require well qualified staff. It is not the intent of this Committee to decimate the CAB or destroy its very important remaining functions by underfunding its remaining life. Realizing that several programs will transfer to another agency once the Board is sunset, the Committee authorizes sufficient funds to guarantee that well trained employees transfer with these programs.

The Committee focuses attention on the community assistance and small community air service programs. The programs aid in the provision of air service to small communities which have limited traffic potential during the transition period to a deregulated air transport system. The essential air service program will continue until 1988. The Committee is concerned that steps are being taken which will reduce the Board's effectiveness in small communities. Specifically, the Committee finds the CAB regional offices a critical element in responding to small community concerns. As a result, in its authorizing language the Committee will set aside a specific fund which will be used to operate regional offices and a community assistance program in the Washington, D.C. office.

The Committee cannot emphasize strongly enough the importance of the regional offices and the community assistance program. Communities were guaranteed essential air service until 1988 and it is the intent of this Committee to see that the small community service program operates effectively throughout the life of the essential air service program.

National Transportation Safety Board

The Committee will provide a 3-year authorization for the National Transportation Safety Board (NTSB). Authorized figures increase slightly over the level of inflation every year out of concern that the NTSB be able to effectively carry out its mission each year. The Committee firmly supports the areas of investigation and recommendation on which the Board has focused.

In addition to these areas, the Committee also commends and encourages the Board to continue to expand its investigations into highway safety. The Committee believes the authorization levels provided are necessary to allow the Board to continue in its current areas of safety investigation as well as in the important area of highway safety.

BUSINESS, TRADE, AND TOURISM

U.S. Travel and Tourism Administration

The Committee is concerned that congressional intent is not being fully adhered to in the administration's implementation of the National Tourism Policy Act, Public Law 97-63.

The enactment of this law signaled a new Federal commitment to growth in the travel and tourism industry, and especially to expansion of foreign travel to the United States (an activity which netted the United States over $12 billion in foreign trade receipts during 1982). The Committee wants to insure that the U.S. Travel and Tourism Administration is given the opportunity to achieve the goals set out by Congress in the National Tourism Policy Act.

The Committee recommends that the sharp decreases in funding for the U.S. Travel and Tourism Administration be reversed, and that longer term funding be provided. Toward this end, legislation has been introduced which would fund the U.S. Travel and Tourism Administration for 3 years (1984, 1985, and 1986) at $13 million, $14 million, and $15 million over the period. These levels would be a first step toward bringing the U.S. promotional program more in line with those of our competitors overseas, although we would still be spending less than half of what most Western European nations invest to attract international travelers.

The Committee will also be conducting oversight hearings to determine whether the other policy and programmatic changes mandated by the National Tourism Policy Act are being properly implemented.

DEPARTMENT OF COMMERCE

GENERAL ADMINISTRATION

The budget estimates are those of the administration for a number of categories including: Salaries and expenses; working capital fund; and miscellaneous trust funds-special studies, services and projects.

ECONOMIC AND STATISTICAL ANALYSIS

The budget estimates are those of the administration for a variety of activities in the Bureau of Industrial Economics, the Office of Productivity, Technology and Innovation, and the National Technical Information Service (NTIS). These activities provide analysis of business and industrial activity for use throughout the Government.

NTIS provides technological, scientific, economic, and engineering information services to business, industry, Government and other interested individuals and organizations. NTIS serves as the primary source for public sale of Government-sponsored research and engineering reports and information on Government inventions.

The administration has proposed separate legislation to establish a $5 million revolving fund to cover the costs of NTIS operations and to handle the user fees which are expected to support entirely NTIS operations. NTIS has endeavored to recover, through user charges, routine operating costs involved in providing NTIS services. The Committee supports this request and intends to authorize $5 million for a one-time appropriation to establish the revolving fund.

National Oceanic and Atmospheric Administration

The oceans, coastal areas and atmosphere which surround our Nation are the focus of increasing demands as sources of food, energy and mineral resources. They are also looked to as sites for industrial and residential growth, recreation, transportation and waste disposal.

These often conflicting uses make management of the oceans and atmosphere particularly difficult. For instance, we know that the development of currently underutilized sources of protein, energy and minerals will continue. But at the same time we must conserve and protect the delicate natural balances which exist in these areas. New management information and techniques must be developed if we are to successfully tap these renewable resources without despoiling the environment.

The review of the proposed National Oceanic and Atmospheric Administration (NOAA) budget and the Committee's recommendations have been made with an eye toward achieving the goals listed above.

FISHERIES AND LIVING MARINE RESOURCES

In the Committee's report to the Budget Committee for fiscal year 1983 it was noted that funding for the National Marine Fisheries Service (NMFS) had not kept pace with its increased responsibilities during the 1970's. For this reason, the Committee was unable to accept the sharp cuts proposed by the administration for fiscal year 1983.

This situation has not changed for fiscal year 1984. In recognition of the need for restraining Federal expenditures, the Committee will endeavor to hold funding for fisheries programs below the 1984 base level. However, the

Committee cannot accept the proposal of the administration that fully 40 percent of the activities of the NMFS be eliminated.

At a time when we are facing a $3 billion annual trade deficit for fishery products, Government should be trying to assist the domestic fishing industry in its attempts to expand production and exports. However, the proposal which has been submitted would slash industry assistance programs by fully 80 percent.

The Committee feels that a more aggressive stance should be taken in regard to fishery development and is therefore proposing to restore most of the cuts proposed in the administration's 1984 budget.

Information collection and analysis

This subactivity produces the research information needed for fishery management, fishery development and marine mammal and habitat conservation decisions. The program collects, analyzes and disseminates information on the status of fish stocks, marine mammals and endangered species, as well as the status of subsistence, commercial and recreational fisheries. In addition, this subactivity provides a sound scientific basis for predicting change in the habitat of living marine resources from natural and human-induced causes.

This data is used by the regional fishery management councils, international fishery commissions and State agencies as a basis for establishing conservation and management measures. It is also used by public and private decisionmakers to guide the development of the Nation's fishery resources. Other Federal agencies also use the information to assess the effects of proposed developments upon fish populations of commercial and recreational value.

With a few exceptions the Committee is recommending level funding (as provided in the 1984 base) for the programs under this subactivity.

Conservation and management operations

NOAA's fishery and wildlife conservation and management responsibility results from a variety of congressional actions. The agency has authority under the Magnuson Fishery Conservation and Management Act, the Fish and Wildlife Act of 1956, the Marine Mammal Protection Act, the Endangered Species Act, the Fur Seal Act and the Mitchell Act. These and other legislative authorities are the basis for NOAA's work under this subactivity.

The agency is required to provide biologically sound management of the Nation's fisheries in the Fishery Conservation Zone (FCZ—3 to 200 miles offshore). This includes regulation of both domestic and foreign fishermen. NOAA also participates in the management of those species which are under international treaty jurisdiction. This international management involves relations with 50 other nations.

NOAA also has extensive authority over the protection of the Nation's marine mammal populations, as well as the responsibility to represent the United States before the International Whaling Commission.

Under the Mitchell Act the agency is required to assist with the restoration of salmon populations in the Northwest. This is done through the operation of hatcheries and other mechanisms for enhancing salmon stocks.

NOAA's fishery habitat work is aimed at avoiding potentially negative impacts of manmade changes in the marine fishery environment. This work further helps to conserve the Nation's valuable fishery stocks.

NOAA is also responsible for enforcing a variety of laws and regulations governing the marine environment. This enforcement work is the key to insuring that the conservation and management measures which have been developed achieve the desired results.

Due to the critical nature of NOAA's activities under the conservation and management subactivity, the Committee is reluctant to make major budget reductions at this time. Therefore, most of the programs will be continued at the 1984 base level.

State and industry programs

Under this subactivity NOAA is required to provide financial and technical assistance to the domestic fishing industry. This assistance, in the form of grants, loans, and loan guarantees, is aimed at increasing domestic utilization of the resources of the Fishery Conservation Zone. It is also intended to assist the U.S. industry with expansion of fishery exports.

Another function of NOAA under this subactivity is the agency's work in the area of product safety and quality. Through research and its voluntary inspection program NOAA is working to improve the quality of U.S. produced seafoods. Such improvements will aid in the marketing of U.S. fishery products both domestically and abroad.

The administration has requested as part of the 1984 budget that $31,500,000 be transferred from the Saltonstall-Kennedy Fund to the NOAA operations, research and facilities account (O.R. & F.). Such transfers were specifically prohibited by Public Law 97-424 and the Committee will insist on proper implementation of that law.

It is the Committee's view that the activities of NOAA under the State and industry programs subactivity are essential if rapid development of the U.S. fisheries is to continue. With this goal in mind, as well as reduction of the $3 billion fisheries trade deficit, the Committee is recommending only minor reductions in funding for this subactivity.

FISHERY FUNDS

Fishing vessel and gear damage compensation fund

This fund provides compensation to fishing vessel owners whose vessels or gear is damaged as a result of foreign fishing operations to the U.S. Fishery Conservation Zone. The fund is primarily derived from a surcharge placed on foreign fishing permit fees. The Committee concurs with the administration's request for $1,750,000 for fiscal year 1984.

Fishermen's contingency fund

This fund is designed to compensate fishermen for damage or loss of fishing gear, and any resulting economic loss, due to oil and gas exploration, development, and production. The fund is financed by assessments on the oil and gas industry. The Committee concurs with the administration's request for $250,000 for fiscal year 1984.

Foreign fishing observer fund

This fund is used to finance the salaries, administrative costs and data management costs associated with the placement of observers aboard vessels fishing in waters subject to U.S. jurisdiction. The fund is completely financed from fees paid by foreign fishing vessels. Since tax moneys are not used to finance the program, the Committee believes that appropriations to operate this program should not be necessary. The Committee will endeavor to make the necessary legislative changes to eliminate the need for appropriations for this program.

For a number of years the Committee has expressed its support for 100 percent observer coverage of foreign fishing vessels in the U.S. Fishery Conservation Zone. Changes were made to the Magnuson Fishery Conservation and Management Act during the 97th Congress which will enable 100 percent coverage to become a reality. In the future, any appropriations shortfall will be supplemented by the requirement that all foreign vessels must make whatever contractual arrangements are necessary in order to obtain the services of an American observer. In this way, even if the Appropriations Committee fails to permit sufficient foreign assessments to provide 100 percent coverage, the supplemental program will make up for the shortfall.

While the Committee agrees with the administration's requested appropriations increase for this program, it should be made clear that the Com-

mittee still feels that the requirement that these funds be appropriated is an anomaly.

Federal ship financing fund, fishing vessels

This program provides Federal loan guarantees to help finance the construction of fishing vessels and shoreside fisheries support facilities. The program is self-supporting, using fees charged to participants in the program. The administration has proposed that no additional loan guarantees be available for the fisheries portion of this program.

The Committee wishes to reiterate the position it made clear in Public Law 97-424. No ceilings may be placed on loan authority for this program unless they are imposed by Congress in authorization legislation.

The future development of the domestic fishing and processing industries will rely heavily on the availability of capital for expansion of plant and equipment. This program is critical to that availability, and the Committee does not want to see the program terminated just when the industry is beginning to take the steps necessary to reduce our $3 billion annual trade deficit in fishery products.

OCEAN AND COASTAL PROGRAMS

Ocean and coastal programs include research, development, education, and conservation of ocean and coastal resources in a variety of areas: nonliving marine resources, ocean research and services, sea grant, coastal zone management, and mapping, charting and geodesy programs.

Nonliving marine resources program

This program entails the development and commercialization of deep seabed hard mineral resources, ocean thermal energy conversion technology, and the technical information necessary for evaluating the mining potential of polymetallic sulfide deposits. The administration proposes reducing this program by one-third. The Committee supports continued basic research on polymetallic sulfides, and the necessary licensing functions for both OTEC and seabed mining operations.

Mapping, charting, and geodesy

These programs provide accurate aeronautical and nautical charts, bathymetric/topographic maps for coastal and offshore regions, and geodetic data for measuring horizontal and vertical movements of the Earth's crust in earthquake-prone regions. These services provide for the safety and efficiency of commercial, private, and military aviation, marine transportation, fishing, offshore and seafloor development, and aid in environmental and earthquake research and emergency planning.

The Committee will examine separately the administration's user fee legislation which is intended to recover additional funds from the sale of nautical and aeronautical charts. Until such fees are authorized by law the Committee believes that authorization of appropriations is necessary.

The Committee believes these functions should continue and therefore disagrees with the administration's decrease requested in this subactivity.

Coastal zone management

This program protects the Nation's coastal resources by overseeing Federally approved State and territorial coastal management programs, assisting coastal States and territories in implementing management programs, encouraging self-sufficiency, and designating and maintaining estuarine and marine sanctuaries.

The Committee disagrees with the administration proposal to eliminate all funding for State grants and supports renewed funding to maintain the operations of State programs.

Sea grant

The National Sea Grant College and Program Act of 1976 was enacted to establish applied marine research, education, and advisory programs that relay practical information and assistance to governmental, industrial, and private marine resource users. Patterned after the land grant college program, grants are made on a matching basis, with the sea grant office providing a portion of the funds for these programs and States and private groups contributing the rest.

The Committee feels that the sea grant program has justified continued support by its successful and cost effective operation. Its marine advisory services, marine education, and applied research programs are beneficial to small businesses, especially the fishing industry. The Committee proposes that full funding of the sea grant program continue.

Ocean research and services

These programs involve research in ocean dynamics and air/sea interaction to predict global climate; undersea research on marine resources development, pollution, and management in underwater facilities; and ocean and Great Lakes assessment research to better understand ocean, estuarine, and freshwater processes and the impact of hazardous and other waste materials on these environments. Services include the coordination of interagency research in ocean dumping and marine pollution, the provision of tide data for determining marine boundaries, and the prediction of tides, currents, and other marine variables, and the coordination and development of policy on Outer Continental Shelf (OCS) oil and gas exploration and development.

The administration proposes reductions in these programs that include the closing of the Great Lakes environmental research laboratory, undersea research and pollution research in the New York Bight, Hudson-Raritan estuary, and Puget Sound.

The Committee agrees with a partial reduction in funding in these two sub-activities, but finds a number of the proposed reductions unacceptable.

ATMOSPHERIC PROGRAMS

Public warning and forecast

The public warning and forecast service provides weather forecasts, marine prediction services, hurricane and tornado warning services, and forecast services, river and flood forecasts and planning information.

The Committee supports limited reductions in this subactivity.

Atmospheric and hydrological research

These programs provide research, technology development, and services that increase knowledge and predictability of short-term weather conditions, and long-term climatic changes. Ground-based and satellite techniques allow for the remote sensing of the lower and upper atmosphere and the solar-terrestrial environment.

The administration proposes that funds for severe weather research be increased and that weather modification research, which entails the international alteration of atmospheric conditions for human purposes, be eliminated. The Committee supports limited reductions in this subactivity including reduction of funding for the Solar Environmental Laboratory, with the understanding that such a reduction simply reflects the Committee's expectation that this laboratory will continue to function productively under another agency.

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SATELLITE AND ENVIRONMENTAL DATA AND INFORMATION SERVICES

Satellite services

This subactivity provides for the operation of NOAA's polar and geostationary satellites and for operation of the Landsat satellite systems. The geostationary satellites are situated in a stationary position over the Equator and provide environmental data on the Western hemisphere. The polar-orbiting satellites orbit the two poles and provide global environmental data as well as covering those areas of the United States that the geostationary satellites cannot adequately cover. Landsat satellites scan and map the Earth's surface and provide land remote sensing data. The Committee supports a portion of the proposed reductions in this subactivity.

Satellite systems

This subactivity covers the funding associated with satellite spacecraft procurement, launch, and associated ground systems changes.

The Committee supports additional funding to continue the two-polar orbiting satellite system and proposed increases.

Data and information services

This budget subactivity covers all of NOAA's environmental data and information products and services in the atmospheric, marine, solid earth, and solar terrestrial services.

The Committee supports partial reductions in this subactivity.

PROGRAM SUPPORT

Executive direction and administration

Executive direction and administraton provides technical leadership and management of NOAA, the development of NOAA policies, standards, and procedures, retirement pay and payment to survivors of NOAA commissioned officers, and the operation of the National Advisory Committee on the Oceans and Atmosphere (NACOA).

NACOA, established by an act of 1977, reviews the Nation's marine and atmospheric policies and programs; reports to the President and Congress annually and by special reports; and advises the Secretary of Commerce on the purposes of NOAA. The Committee believes modest savings are possible in executive administration through management consolidation, but because of NACOA's importance as an adviser to Congress, its elimination is not supported.

Marine and aircraft services

The Committee opposes reductions in marine services and supports limited reductions in aircraft services.

Marine services provide ship operations, support and maintenance of NOAA's marine research; aircraft services provide operations and maintenance for NOAA's air research.

OUTER CONTINENTAL SHELF REVENUE SHARING

The Committee expects to report legislation that will provide a small percentage of revenues generated from Outer Continental Shelf oil and gas leasing activities to coastal States. Several proposals were considered in hearings before the Committee in the 97th Congress. These hearings brought attention to the administration's aggressive 5-year leasing schedule, and the long term consequences of such nonrenewable resource development.

The intent of this legislation is not only to provide coastal States with adequate coastal management and development, but to encourage coastal economies to prepare for a future when the nonrenewable OCS resources are no longer available. Innovative technologies and expansion of existing

employment opportunities must be pursued. The expansion and diversification of the coastal States' economic base are essential to offset losses which will result as these resources diminish.

COMMUNICATIONS

Federal Communications Commission

The Federal Communications Commission (FCC) is responsible for the regulation of international and interstate communications by radio, television, wire, and cable. As such, the FCC is involved in the following areas: domestic common carrier, including rural telecommunications; international common carrier; broadcasting, including political broadcasting; cable television, and nonbroadcast radio services.

The Committee is in the process of amending the Communications Act in a manner consistent with the deregulation already undertaken by the Congress in the airline, trucking, and railroad industries. The Committee has closely monitored recent actions by the FCC to promote competition and to provide some deregulation in the telecommunications industry. In general, the Commission has proceeded in the right direction. However, the Commission's decisions are subject to judicial review and future revision by the agency itself. In addition, they were made in the context of the 1934 Act, which was written before recent technological advances could have been predicted. Thus, the FCC and the courts have been establishing national telecommunications policy rather than the Congress. The Committee believes that the Congress must assert an appropriate policymaking role, and insure, through vigorous oversight, that the Commission carries out the congressional mandate.

The Committee's deregulatory efforts, coupled with effective systematic oversight, should ensure that there will be areas of Commission operations whose costs can be reduced substantially. Efficiencies created through deregulation and oversight will be reflected in the proposed authorization ceilings. Additionally, with respect to areas that may be unaffected by oversight and deregulation, the Committee recommends restraint in expenditures for regulatory activities involving communications.

CONSUMER

INTRODUCTION

The last decade and a half has seen the enactment of many far-reaching proposals to provide consumers with increased protection in such areas as product safety, poison prevention packaging, warranties, and unfair or deceptive business practices.

In an effort to ensure that these programs are achieving the goals set out for them by the Congress, the Committee will continue its oversight of agencies having responsibility for administering these programs and make appropriate recommendations to ensure their effective operation.

FEDERAL TRADE COMMISSION

The Federal Trade Commission (FTC) is empowered to prevent "unfair methods of competition" and "unfair or deceptive acts or practices." The FTC Improvements Act of 1980 required, among other things, that the FTC undertake significant changes in its procedures for conducting investigations and rulemakings. During the 97th Congress, the Committee monitored the agency's compliance with the Improvements Act and the undertook a broader review of FTC activities in connection with the agency's reauthorization. However, while legislation to reauthorize the FTC for fiscal years 1983, 1984, and 1985 (S. 2499) was reported by the Senate Commerce Committee on May 11, 1982, it was not considered by the full Senate, and authorization for the FTC expired at the end of fiscal year 1982.

The Committee expects to consider and report FTC authorization legislation in the first session of the 98th Congress. Areas of focus will include the agency's jurisdiction over State-licensed professionals, "unfairness" authority, preemption of State law, regulation of commercial advertising, antitrust policy, and the provision added by the Improvements Act for Congressional review of FTC rules.

CONSUMER PRODUCT SAFETY COMMISSION

In 1972, Congress created the Consumer Product Safety Commission (CPSC) in an attempt to reduce consumer product related injuries and deaths in the United States. Since that time there has been concern that the agency has not been effective in carrying out its statutory mandate. The Committee conducted extensive hearings at the time of the last CPSC reauthorization and made several changes in the agency's statutory scheme (Public Law 97-37).

The Committee must reauthorize the CPSC in 1983. In connection with that reauthorization, the Committee intends to examine carefully implementation of the amendments in the 1981 reauthorization to determine whether they have resulted in the more effective operation of the agency. The Committee will consider recommending further statutory changes, if necessary.

MERCHANT MARINE

U.S. Coast Guard

The Coast Guard is the principal maritime safety and law enforcement agency. Over the years, the Coast Guard's role has expanded substantially. It not only absorbed the International Ice Patrol, the old "Lifesaving Service," the Lighthouse Service, and the Bureau of Maritime Inspection, parts of the U.S. Customs Service and the Corps of Engineers, but also received a broad variety of new assignments by virtue of numerous laws passed by Congress in the 1970's. Since 1967, when it was moved from the Treasury Department, the Coast Guard has been part of DOT.

Among the Coast Guard's multimission responsibilities is the alteration or removal of railroad and publicly owned highway bridges, which obstruct the free movement of vessels on navigable waters. Although last year's reauthorization act authorized the other major appropriation accounts of the Coast Guard for fiscal years 1983 and 1984, the bridge alteration program was approved for fiscal year 1983 only. Thus, the Committee will report legislation this spring to cover approved levels of appropriation for bridge alteration in fiscal year 1984. The authorization will provide the Government's share of the costs for altering and removing bridges determined to be obstructions to navigators. Generally, bridges to be altered were built with what are now insufficient vertical or horizontal clearances for free navigation on the navigable waters of the United States.

The Committee continues to endorse the enacted authorizations for fiscal year 1984 operating expenses, capital investment, and research and development. The Coast Guard's vital role in drug law enforcement has correctly been intensified. But this requires a heavy commitment of personnel and equipment, and additional increases in funding for training, maintenance, extra fuel, and sophisticated electronic gear. Without increased funding, the shift of manpower, vessels, and aircraft to the South Atlantic and Caribbean area will result in significant cutbacks in key fishery law enforcement, marine environmental protection activities, and other important maritime services. The Committee believes the appropriation levels authorized for fiscal year 1984 will preclude such cutbacks and enable the Coast Guard to provide the quantity and quality of services the Nation deserves and needs.

Maritime Administration

The primary objective of the Maritime Administration and its programs is to assure a strong U.S. merchant marine by promoting the U.S.-flag merchant marine and private shipbuilding industry in our country in times of peace and to insure the defense readiness of both in the event of war or other national emergency. Grave doubts regarding the effectiveness of our promotional programs in recent years have prompted the Reagan administration to thoroughly reevaluate our maritime policies. The Committee expects to receive the recommendations of the Department of Transportation this spring. Consequently, the Committee plans to conduct oversight hearings with the prospect that subsidy programs may be revised or replaced and will actively investigate alternative means of achieving a strong merchant marine by removing disincentives to investment in this vital industry. Funding levels in future years are thus speculative. For fiscal year 1984, the Committee's proposed budget follows the administration's funding requests.

SHIP CONSTRUCTION (CDS)

In order to maintain a base of efficient shipbuilding and ship repair facilities, the law authorizes the Secretary of Transportation to equalize the cost disparity which exists between U.S. and foreign shipbuilding prices through the payment of a subsidy to U.S. shipyards. To be eligible for CDS, a vessel must be built in an American shipyard, owned by American citizens, manned by an American crew, and operated under the U.S.-flag in the Nation's essential foreign commerce.

OPERATING-DIFFERENTIAL SUBSIDIES (ODS)

The Secretary of Transportation is authorized to pay ODS to U.S. shipping companies in order to achieve cost parity in seamen's wages, vessel insurance, and maintenance and repairs not covered by insurance. ODS is intended to assure that American shippers will have regular and competitive freight rates.

In order to receive ODS, companies must assume rigid, long-term contract obligations and operate under strict operating limitations as to trade routes and services. Financial obligations are also involved. Companies must place a part of their earnings in capital reserves for use in vessel replacement. Authorizations will be sufficient to meet the Maritime Administration's existing contractual obligations. The Maritime Administration does not intend to enter into any new ODS contracts, thus money authorized is intended to cover the liquidation of permanent and indefinite contract authority.

RESEARCH AND DEVELOPMENT

This program develops methods, systems, and equipment for the U.S. shipbuilding and ship operating industries to be more productive and to be more competitive with foreign shipbuilders and ship operators. Programs are aimed at development of information and technology that will result in lower shipbuilding costs, operating costs, and Government subsidies for both ship construction and operation. Substantial participation of industry is obtained through cost sharing. The $3.8 million decrease from 1983 is due primarily to the termination of funding for the Arctic research program. The initial stages of this research have been completed and it is hoped that interested parties such as private enterprises and the Coast Guard will continue the program.

MARAD OPERATING EXPENSES

Included herein are the National Defense Reserve Fleet costs, expenses related to the development and use of waterborne transportation systems, and the costs of general administration. Funding will permit no growth in operating expenses.

Provision is made for maintaining U.S. merchant ships in the National Defense Reserve Fleet for service as naval and military transport auxiliaries in time of war and national emergency and for emergency preparedness activities.

The remaining provisions are to support the MarAd programs, including those for ship construction, ship operations, and operating-differential subsidies, and research and development. The support program encompasses personnel costs, executive direction, and administrative support.

The primary objective of these support activities is to improve operations and increase the productivity of the U.S. merchant marine in both foreign and domestic trades.

MARITIME EDUCATION AND TRAINING

This activity provides for operating the Merchant Marine Academy at Kings Point, N.Y., in accordance with the Merchant Marine Act, 1936. The

objective of the Academy is to instruct and prepare selected personnel for service as officers in the merchant marine.

This activity also implements the Maritime Academy Act of 1958, by providing assistance to States in the operation and maintenance of maritime academies or colleges for the training of merchant marine officers. This assistance involved grants to the State schools, subsistence payments in support of cadets, and furnishing vessels to be used as training ships.

Finally, this activity includes the extension and correspondence courses authorized under section 216(c) of the Merchant Marine Act. MarAd provides classroom training for all eligible applicants at regional training centers. This training includes courses in the use of shipboard collision avoidance radar, gyrocompass operation and maintenance, use of loran C navigation system, the operation of diesel propulsion systems, and field exercise in shipboard firefighting.

FEDERAL SHIP FINANCING FUND

The Federal ship financing fund is a revolving fund established under title XI of the Merchant Marine Act, 1936, as amended. This program was established to assist in the development of the U.S. merchant marine by guaranteeing construction loans and mortgages on U.S.-flag vessel flag built in the United States. It enables eligible vessel owners to obtain long-term financing at interest rates comparable to those available to financially strong, AAA-rated corporations. Title XI includes a statutory limitation on total guaranteed loans outstanding of $12 billion, about $9 billion of which is available for merchant vessels. This limitation applies to the guarantee programs of both the Maritime Administration and the National Oceanic and Atmospheric Administration. The Committee notes that the explanation accompanying the President's budget states that a provision will be sought in the appropriation bill, placing a limit on the amount of available loan guarantees for fiscal year 1984. This, of course, would be contrary to Public Law 97-276 that requires such limitations to be made only in authorization legislation.

FEDERAL MARITIME COMMISSION

Our shipping regulatory policy is embodied in the Shipping Act, 1916, and is administered by the Federal Maritime Commission (FMC). Our regulatory policy is intended to safeguard against agreements and practices in the U.S. liner trades which would be detrimental to the commercial interests of the United States. To that end, all carriers operating in the foreign commerce of the United States, whether U.S.-flag or foreign, whether subsidized or not, whether conference members or independents, must compete openly and fairly with one another. The Committee expects the Senate to enact S. 47, the Shipping Act, which will substantially reduce regulation of international liner shipping by the FMC.

The FMC also has regulatory jurisdiction over certain closely related domestic activities such as ocean freight forwarding and terminal operations at U.S. ports as well as over the domestic offshore commerce of the United States moving by ship between points on the U.S. mainland and any other possessions, States, or territories of the United States.

At this time, the Committee is recommending that the FMC be funded in fiscal 1985 at a level that represents one-quarter of that proposed for fiscal 1984. This recommendation is based on S. 48, which the Committee is currently examining. This legislation proposes to consolidate the activities of the ICC, CAB, and FMC in a new single transportation regulatory agency, with the abolishment of these three existing agencies as of January 1, 1985. If this proposed consolidation does not materialize, the recommended FMC figure for fiscal 1985 and beyond would have to be reconsidered.

SCIENCE, TECHNOLOGY, AND SPACE

NATIONAL AERONAUTICS AND SPACE ADMINISTRATION

SPACE ACTIVITIES

The National Aeronautics and Space Administration (NASA) was established to implement the policies and purposes of the National Aeronautics and Space Act of 1958 (Public Law 85–568). Objectives set forth in the act include:

The expansion of human knowledge of phenomena in the atmosphere and space;

The development and operation of vehicles capable of carrying instruments, equipment, supplies, and living organisms through space;

The preservation of the role of the United States as a leader in aeronautical and space science and technology and in the application thereof to the conduct of peaceful activities within and outside the atmosphere;

The most effective utilization of the scientific and engineering resources of the United States, with close cooperation among all interested agencies of the United States in order to avoid unnecessary duplication of effort, facilities, and equipment.

Subfunctions 253, 254, and 255 encompass interdependent activities in space science, space applications, space transportation systems, space technology and supporting functions which are designed to achieve these objectives.

The United States, in the 25 years since the adoption of the Space Act, has established a capability to develop and operate space systems; demonstrated the utility of space to weather forecasting, communications, remote sensing, and other national needs; advanced significantly our knowledge of the solar system; developed a new medium for international cooperation; made significant contributions to the national research and technology base; and increased our industrial base resulting in a substantial return on our investment.

Space applications initiatives in weather forecasting and communications have resulted in operational systems that are an accepted and essential part of our daily activities. Earth resources monitoring is being transferred to an operational status. It is also clear that climate research, energy generation, manufacturing in zero gravity, advanced communications technologies, and other areas of research and application may offer equally vital contributions to the future national welfare. NASA projects are technically complex and, in addition to their direct contribution to science and other national needs, continually force advancement of the state-of-the-art, thereby enhancing our national technology base in materials, electronics, computer technology, and other areas. The advancement of these technologies are clearly critical to our national defense needs and our economic security.

Unlike our preeminent position in space 10 years ago, countries in Europe and Japan are beginning to play a very active and aggressive role in the exploration and utilization of the space environment and the U.S.S.R. continues to advance its presence in the space environment.

The Committee's recommendation for fiscal year 1984 is based upon ensuring that our national security needs are met and maintaining essential technical capability to support our economic stability and national security

needs and our leadership posture. The Committee is generally in agreement with the administration's budget for space activities in National Aeronautics and Space Administration (NASA). Increases for space science and applications and for planetary exploration are in accord with the Committee's position in recent authorizations. Committee recommendations for fiscal year 1984 are $6.6 billion in budget authority ($6.5 billion in outlays).

The Committee continues to beiieve that the Space Shuttle is of the highest priority and the budget recommendation reflects this commitment to full operations of the Space Transportation System. The major difference between the recommendations of the Committee and the administration is the Committee's provision of an additional $100 million to maintain the option for a fifth orbiter. To do less than this might escalate significantly the eventual cost of a fifth orbiter.

The Space Telescope, the third largest project that NASA has managed, has encountered problems which have resulted in certain cost overruns and a potential launch slippage. Funds are included in fiscal year 1985 to keep the program on an orderly schedule.

The Upper Atmosphere Research Satellite (UARS) continues to be a high priority new start for the Committee. Out year funding, beginning in fiscal year 1985, is included for development of the UARS.

An increase in budget authority in the out years is included for the Teleoperating Maneuvering System (TMS). The TMS is important to realizing the full capabilities of the Space Shuttle Orbiter and to extending the service life of other space systems.

AIR TRANSPORTATION

NASA provides basic research in all the scientific and engineering disciplines generic to aeronautics plus aeronautical systems technology development and demonstration essential to the achievement and retention of world leadership in military and commercial aviation. The Committee is recommending $604.4 billion in budget authority for NASA's fiscal year 1984 aeronautics program encompassing Research and Technology, Construction of Facilities and Research and Program Management.

The Committee's recommendation includes $15 million above the administration's request for acceleration of the advanced turboprop propulsion system. This development may hold the key to our Nation's ability to gain a decisive technological advantage over foreign competition in a $50 billion world market commencing in 1990 for commercial transports to replace the existing fleets of Boeing and Douglas medium size medium range transports.

National Science Foundation

The National Science Foundation (NSF) has the primary responsibility for the support of nonbiomedical basic research in the physical and biological sciences, mathematics and engineering. In addition, the NSF has a role in scientific and technical education. The Foundation accomplishes its mission primarily through investigator initiated grants and contracts to research institutions throughout the United States.

The Committee supports the funding levels proposed for fiscal year 1984 and welcomes this strengthening of the basic research and training effort of the Foundation.

National Bureau of Standards

The objectives of the National Bureau of Standards (NBS) are to advance the scientific and technological base of the United States, to assist in the improvement of the Nation's innovation and productivity, and to facilitate transfer of technology for the public good. In order to accomplish these objectives, the Bureau undertakes basic research and development in a variety of areas including physical and chemical measurements, engineering, and computer sciences. In addition, the Bureau provides services to facili-

tate the use of materials and the application of technology to the industrial sector.

The Committee will examine closely the proposed changes in the budget for the NBS for fiscal year 1984. The Committee supports a continued effort in the Center for Fire Research. The Center undertakes fundamental and applied fire research and, through its extramural grants program, supports research at universities and research institutions. In light of the importance of this work to the overall understanding of the phenomenon of fire, the Committee supports funding at the level of fiscal year 1983.

The Committee will also examine closely the administration's proposal to eliminate the Center for Building Technology (CBT). The CBT provides the technical bases for building standards, codes and specifications, and conducts analytical, laboratory and field research in engineering and the physical sciences related to building construction. The Committee is not persuaded that the research performed by the CBT is more appropriately the responsibility of the private sector and will recommend funding at the fiscal year 1983 level.

Additionally, the Committee will examine proposed changes in the funding levels for the Institute for Computer Sciences and Technology (ICST). The ICST is mandated to develop and recommend uniform processing standards as well as perform research in computer science and technology. ICST's contributions in international ADP standards have far-reaching implications for the computer industry as a whole. The Committee is concerned about the ramifications of the proposed budget reduction on these activities of ICST.

Earthquake Hazards Reduction Act

Each year more than 1,000 earthquakes are detected in the United States. Although most of these are very small causing only slight damage in the immediate vicinity of the epicenter, the potential for catastrophic effects is even greater than those of the 1906 San Francisco earthquake. Measures to reduce the hazardous of earthquakes can be developed including earthquake prediction, improved construction methods, and public education. A coordinated national program in earthquake hazards reduction would substantially reduce the risks to human life and property.

The Earthquake Hazards Reduction Act of 1977 provides for the development of measures to reduce risks from future damaging earthquakes. The act provides authorization for activities in the U.S. Geological Survey, the National Science Foundation, the Federal Emergency Management Agency, and the National Bureau of Standards. The national earthquake program combining research and implementation is being reviewed by the Committee this year, with special attention to the organization of Federal activities and the long range plans of the Federal agencies to assure an effective coordinated Federal program. The Earthquake Hazards Reduction Act requires reauthorization in 1983.

The Committee supports the administration's request for earthquakes hazards mitigation for fiscal year 1984 of $29.524 million for USGS, $3.705 million for FEMA, and NSF.

The Committee does not support the administration's request to abolish NBS earthquake activities (fiscal year 1983 appropriation of $475,000) by eliminating the Center for Building Technology (CBT). The Committee intends to propose the continuation of the CBT and the continuation of NBS earthquake activities through Committee authorization of NBS.

Fire Prevention and Control

The Federal role in the prevention and control of fires, both residential and commercial, has remained an issue of great importance since the issuance of the report of the National Commission on Fire Prevention and control, "America Burning," in 1973. The Federal Fire Prevention and Control

Act of 1974 was designed to assist States, localities and firefighters in improving both the control and the prevention of fires. This act created both the U.S. Fire Administration (USFA) and the National Fire Academy. These two entities are now under the aegis of the Federal Emergency Management Agency (FEMA). Both the Fire Academy and the USFA must be reauthorized for fiscal year 1984 and are recommended for funding at levels similar to those of fiscal year 1983.

The Committee has some concerns with regard to the changing relationship of the USFA and the Fire Academy to FEMA subsequent to the recent reorganization of these fire prevention and control activities. Issues to be explored include the overall mission of the USFA, data collection and reporting, arson control activities, and public education programs on fire prevention and control.

Office of Science and Technology Policy

The Office of Science and Technology Policy (OSTP) was created by the National Science and Technology Policy, Organization, and Priorities Act of 1976 (Public Law 94-282), and is headed by a Director. The Director also serves as Science and Technology Advisor to the President. In addition, the Director serves as: Chairman of the Federal Coordinating Council for Science, Engineering and Technology, which is responsible for coordinating the science and technology activities of the Federal agencies; and Chairman of the Intergovernmental Science, Engineering, and Technology Advisory Panel, which assists in identifying problems and needs at the State and local level that science and technology can help address.

The budget authority and outlay totals for fiscal year 1984 are those propose by the administration.

Office of Technology Assessment

The Office of Technology Assessment was founded in 1974 as a bipartisan agency to help Congress deal with critical technical issues which require detailed and objective technical analysis. About 90 major assessments have been made in response to congressional requests in the fields of health, energy, telecommunications, transportation, materials, international trade and security, and agricultural and industrial processes.

The budget figures for fiscal year 1984 are those included in the President's January budget.

Manufacturing Science and Technology Enhancement

The Committee anticipates reporting a bill to provide for a joint industry/university/Federal Government research program leading to the development of modern manufacturing technologies and to a substantially enlarged pool of trained managers, engineers and technicians to develop and implement these technologies in U.S. industries.

The bill would authorize $20 million for fiscal year 1984, to be matched by contributions from industry and academia. The bill would authorize: $10 million for fiscal year 1985; $10 millon for fiscal year 1986; $10 million for fiscal year 1987; and $10 million for fiscal year 1988.

The program would be administered by the Secretary of Commerce through the Office of Productivity, Technology and Innovation.

Science and Technology Enhancement

The Committee feels that achieving and maintaining a superior capability for research and development in science and technology is a national responsibility and is essential for the Nation's economy, welfare and security. Such a responsibility must be actively assumed and shared by the Federal, State, and local governments as well as the private sector.

The Committee feels that the Federal Government should take a leadership role in encouraging the development of scientific, engineering and technical manpower and research capability to assure the continued vitality and productivity of the research and development enterprise in the United States.

The Committee expects to report legislation to address this need with appropriate funding levels.

SURFACE TRANSPORTATION

Materials Transportation Bureau

The Materials Transportation Bureau (MTB) of the Research and Special Programs Administration (RSPA) has the responsibility within the Department of Transportation (DOT) for the regulation of hazardous materials transportation. The purpose of the MTB is to enforce these Federal hazardous materials transportation regulations and work with the States and localities on enforcement, emergency response, and training. The Committee continues to be interested in a strong Federal program and believes the budget levels recommended will satisfy that goal.

Federal Highway Administration

BUREAU OF MOTOR CARRIER SAFETY

The Bureau of Motor Carrier Safety (BMCS) within the Federal Highway Administration (FHWA) of DOT is responsible for the administration of the Federal Motor Carrier Safety Regulations governing trucks and buses traveling in interstate commerce or transporting hazardous materials. BMCS is limited in its enforcement of these regulations, however, by the small number of Federal inspectors. Legislation passed during the 97th Congress (Public Law 97-424) authorized a total of $150 million over fiscal years 1984 through 1988 to enable DOT to provide grants to States for enforcement of Federal and compatible State motor carrier safety regulations. The Committee believes the implementation of the grant program is extremely important as this program will enable States to supplement the current Federal safety enforcement efforts. The Committee intends to closely monitor BMCS' safety enforcement activities and examine the effectiveness of existing statutes and regulations governing motor carrier safety.

National Highway Traffic Safety Administration

DRUNK DRIVING

Drunk driving is a national tragedy. Of the roughly 50,000 Americans who die in motor vehicle accidents every year, the National Highway Traffic Safety Administration (NHTSA) estimates that at least 26,000 are killed in drunk driving incidents. In addition, 125,000 people are permanently disabled and 650,000 are seriously injured in drunk driving crashes. This translates into estimated annual economic costs of $17 to $24 billion.

In response to this problem, Congress last year passed H.R. 6170 (Public Law 97-364), which is designed to encourage and assist State and local efforts to reduce the loss of life and serious injury caused by drunk driving. The bill sets up a 3-year program under which States enacting comprehensive drunk driving laws would be provided incentive grants for the enforcement of these laws. Further, the bill updates the current National Driver Register (NDR) to an electronic system that will assist States in exchanging driver record information.

Public Law 97-364 authorizes a total appropriation of $125 million over fiscal years 1983 through 1985 to carry out the incentive grant program. The bill also authorizes appropriations for the NDR over fiscal years 1983 through 1987. The Committee strongly believes that the funds authorized in Public Law 97-364 should be appropriated to encourage State efforts in fighting drunk driving. The Committee will be closely monitoring NHTSA's

implementation of Public Law 97-364 and will continue to explore additional means of combatting the drunk driving program.

FEDERAL RAILROAD ADMINISTRATION

ADMINISTRATION, RESEARCH, AND SPECIAL PROGRAMS

This category provides funding for staff and administrative expenses for the Federal Railroad Administration (FRA), with the exception of those associated with safety and the Alaska Railroad. It also provides funding for research and special projects, which includes policy analysis, research and development on track and equipment safety, Conrail studies, and Washington Union Station rent and maintenance. Further, it provides funding for the Local Rail Service Assistance program, which is a formula grant assistance program to help States with rail planning and with the purchase and rehabilitation of low-volume branchlines.

The President's budget does not include funding under this category for fiscal 1984 for the Local Rail Service Assistance program, and indicates that the program is terminated in fiscal 1983. The Committee disagrees with the President's budget in so far as it does not propose funding for this program.

The Committee believes that funding for the Local Rail Service Assistance program should be continued, especially in view of evidence that States are now facing the prospect of increased railroad abandonments. Further, the Committee notes that funding for the program is authorized through fiscal 1984, during which time the Committee expects to examine the program. The Committee is recommending that funding for the program be set at $30 million in fiscal 1984.

RAILROAD SAFETY

This category provides funding for railroad safety activities. The Federal Railroad Administration is responsible for issuing new or revised standards, procedures, and regulations in order to improve the safety of railroad operations and the working environment. It is also responsible for enforcing Federal safety laws and regulations. FRA's enforcement efforts are supplemented by those of the States participating in the grants-in-aid program, which is a program to assist the States in paying the salaries and expenses of State safety inspectors charged with enforcing Federal laws and regulations.

The President's budget does not include funding under this category for fiscal 1984 for the grants-in-aid program. The Committee disagrees with the President's budget to the extent that it does not provide such funding.

During last year's Committee hearings on railroad safety, the Committee determined that the grants-in-aid program represented a sound investment in the Federal safety effort. This determination was based in part on the finding that the State share allowed for an increase in enforcement resources beyond which the Federal Government could provide if required to completely fund the State inspectors. In December 1982 Congress approved legislation that authorized fiscal 1984 funding for this program of $2.9 million. The Committee is recommending that funding in this same amount to be added to the President's budget.

ROCK ISLAND LABOR ASSISTANCE (TRANSFER OF FUNDS)

This category includes funding to provide protection to Rock Island Railroad employees who have been adversely affected as a result of that railroad's bankruptcy.

The President's budget includes no funding under this category for fiscal 1984 for Rock Island labor protection. The Committee disagrees with the President's budget insofar as it does not provide such funding.

Public Law 97-468 established a $35 million labor protection program to ensure payments to the roughly 3,000 Rock Island employees who were ad-

versely affected by the railroad's bankruptcy. This program replaces the original program established by Congress, which was struck down by the United States Supreme Court last spring. The Committee believes this new program is necessary in the view of past Congressional commitments to these employees, and that the program is a reasonable one. Accordingly, the Committee is recommending that funding for this program be set at $20 million in fiscal 1983 and $15 million in fiscal 1984.

NORTHEAST CORRIDOR IMPROVEMENT PROJECT

This category provides funding for the Northeast Corridor Improvement Project, which was established in 1976. The purpose of this project is to upgrade rail passenger service between Washington, D.C. and Boston, Mass. It includes track improvements, signal system installation and rehabilitation, as well as station and service facility improvements.

The President's budget requests $100 million for fiscal 1984 in order to complete the project. Further, the President's budget provides that notwithstanding the provisions of the Rail Safety and Service Improvement Act of 1982, no funds need be expended or reserved for rail passenger service between Philadelphia, Pa., and Atlantic City, N.J., and for certain track improvements in Boston, Mass.

The Committee would like to use this opportunity to express its concern that the President's budget proposal is inconsistent in several respects with Public Law 97-468. This new law contemplates funding for the project in excess of $100 million, and that funds be set aside for the above-mentioned work in Atlantic City and Boston.

NATIONAL RAILROAD PASSENGER CORPORATION (AMTRAK)

This category provides funding to cover Amtrak's operating and capital costs. Amtrak is the Federally subsidized railroad carrier that provides intercity passenger service throughout the United States.

The President's budget includes $622 million to cover Amtrak's operating costs and $60 million to cover its capital costs. In arriving at these numbers, the administration made several assumptions, including that the States would fully fund the State-supported 403 (b) and (d) trains. The Commerce Committee will be holding an Amtrak reauthorization hearing this year. At that time, the Committee will carefully examine the President's budget and legislative proposals, as well as certain provisions requiring Amtrak to set aside funding for specific trains. Pending this examination, the Committee does not believe it can make a final recommendation on Amtrak's budget. However, a preliminary review indicates that the President's budget underestimates Amtrak's funding needs. Accordingly, the Committee is recommending that Amtrak be funded for fiscal 1984 at $750 million.

REDEEMABLE PREFERENCE SHARES

This category provides funding for the preference share program, which is a low-interest loan program for railroad acquisition and rehabilitation. In the future, this program is expected to help ensure the rehabilitation of the East St. Louis Railway terminal.

The President's budget includes no new funding for this program for fiscal 1984. Further, it provides that any unobligated balances for the program shall lapse at the end of fiscal 1984. The Committee disagrees with the President's budget proposal.

Public Law 97-468 authorized the extension of the preference share program through fiscal 1985, and directed that $40 million of the funding be reserved for the rehabilitation of the East St. Louis Railway terminal. The Committee supports this terminal work, which would improve railroad service for shippers throughout the country and help revitalize East St. Louis and the surrounding communities. Further, in approving Public Law 97-257, the fiscal 1982 Supplemental Appropriations Act, Congress specifically

provided that unobligated balances for the preference share program should remain available until expanded.

The Committee is recommending that budget authority for the preference share program be set at $20 million for each of fiscal 1984 and fiscal 1985. Further, outlays for fiscal 1984 should reflect the addition of $25 million to this program through a fiscal 1983 supplemental appropriations bill. Public Law 97–369, the fiscal 1983 Transportation Appropriations Act, provided that funds from this program be used for other programs on a temporary basis, and then returned to the preference share program.

Pipeline Safety

The National Gas Pipeline Safety Act and the Hazardous Liquids Pipeline Safety Act have been successful in promoting pipeline safety. The acts are carried out by the Research and Special Programs Administration for which authorizations through fiscal year 1984 were provided in the Omnibus Budget Reconciliation Act of 1981. Therefore a specific authorization for the pipeline safety program is not necessary but may be desirable.

Interstate Commerce Commission

This category provides funding for the Interstate Commerce Commission (ICC), which is an independent regulatory agency responsible for administering statutes governing the economic regulation of motor carriers, railroads, pipelines, water carriers, and freight forwarders.

The Committee is including the President's budget number for fiscal 1984. The President's budget is premised on passage of new motor carrier legislation, which may or may not come to pass. In any event, the Committee believes that this budget may be sufficient to meet the ICC's present statutory responsibilities. In this regard, the ICC could consider shifting some staff away from compliance activities and cutting back on discretionary compliance activities such as tariff examinations, field audits, and collection of financial data. Further, to avoid possible reductions in force, the ICC should give consideration to providing for early retirements. The Committee will continue to monitor the ICC's activities to ensure that this budget proposal does indeed provide enough funding for it to carry out its statutory mandate.

At this time, the Committee is recommending that the ICC be funded in fiscal 1985 at a level that represents one-quarter of that proposed for fiscal 1984. This recommendation is based on S. 48, which the Committee is currently examining. This legislation proposes to consolidate the activities of the ICC, the CAB, and the FMC in a new single transportation regulatory agency, with the abolishment of these three existing agencies as of January 1, 1985. Of course, if this proposed consolidation does not materialize, the recommended ICC figure for fiscal 1985 and beyond would have to be reconsidered.

REPORT ON BUDGET REQUIREMENTS: COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

[In millions of dollars]

	Fiscal year 1984		Fiscal year 1985		Fiscal year 1986		Fiscal year 1987		Fiscal year 1988	
	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays
AVIATION										
Federal Aviation Administration:										
Operations	2,246.1	2,246.1	1,520.6	1,520.6	1,351.5	1,351.5	1,312.0	1,312.0	1,344.0	1,344.0
Facilities, engineering, and development	0	0	0	0	0	0	0	0	0	0
Washington airports, operations and maintenance	34.6	34.6	35.3	35.3	36.0	36.0	36.7	36.7	37.4	37.4
Washington airports, construction	15.3	15.3	20.0	20.0	20.0	20.0	20.0	20.0	20.0	20.0
Aviation insurance	0	−2.0	0	−2.0	0	−2.0	0	−2.0	0	−2.0
Airport and airway trust fund:										
Grants-in-aid airports	993.5	993.5	987.0	987.0	1,017.0	1,017.0	1,017.2	1,017.2	1,017.2	1,017.2
Facilities and equipment	1,000.0	1,000.0	1,800.0	1,800.0	1,377.0	1,377.0	1,164.0	1,164.0	1,500.0	1,500.0
Research and development	286.0	286.0	269.0	269.0	215.0	215.0	193.0	193.0	181.1	181.1
Operations	455.9	455.9	1,263.4	1,263.4	1,464.5	1,464.5	1,536.0	1,536.0	1,536.0	1,536.0
National Transportation Safety Board	22.6	22.6	24.5	24.5	26.1	26.1	27.8	27.8	30.2	30.2
Civil Aeronautics Board:										
Salaries and expenses	21.5	21.5	5.4	5.4	0	0	0	0	0	0
Payments to air carriers	50.8	50.8	56.3	56.3	61.6	61.6	64.7	64.7	68.0	68.0
Total	5,126.3	5,124.3	5,981.5	5,979.5	5,568.7	5,566.7	5,371.4	5,369.4	5,733.9	5,731.9
BUSINESS, TRADE AND TOURISM										
U.S. Travel and Tourism Administration	13.0	13.0	14.0	14.0	15.0	15.0	15.0	15.0	15.0	15.0
COMMERCE, DEPARTMENT OF										
National Oceanic and Atmospheric Administration:										
Fisheries and living marine resources	137.7	137.7	144.0	144.0	151.0	151.0	159.0	159.0	167.0	167.0
Ocean and coastal programs	154.7	154.7	162.0	162.0	170.0	170.0	178.0	178.0	187.0	187.0
Atmospheric programs	321.9	321.9	334.3	334.3	351.0	351.0	368.5	368.5	387.0	387.0
Satellite and environmental data and information systems	238.7	238.7	250.0	250.0	262.0	262.0	275.0	275.0	288.0	288.0
Program support	115.5	115.5	120.8	120.8	126.8	126.8	133.2	133.2	139.8	139.8
Subtotal	968.5	968.5	1,011.1	1,011.1	1,060.8	1,060.8	1,113.7	1,113.7	1,168.8	1,168.8

REPORT ON BUDGET REQUIREMENTS: COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION—Continued

[In millions of dollars]

	Fiscal year 1984		Fiscal year 1985		Fiscal year 1986		Fiscal year 1987		Fiscal year 1988	
	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays
General administration	33.2	33.2	33.2	33.2	33.2	33.2	33.2	33.2	33.2	33.2
Economic and statistical analysis	43.9	38.4	37.8	37.8	37.8	37.8	37.8	37.8	37.8	37.8
Outer Continental Shelf revenue sharing	400.0	400.0	420.0	420.0	450.0	450.0	450.0	450.0	450.0	450.0
Total	1,445.6	1,440.1	1,502.1	1,502.1	1,581.8	1,581.8	1,634.7	1,634.7	1,689.8	1,689.8
COMMUNICATIONS										
Federal Communications Commission	86.4	86.0	86.4	85.1	84.2	83.8	82.0	81.6	80.4	80.0
User fees	(−35.2)	(−35.2)	(−35.2)	(−35.2)	(−35.2)	(−35.2)	(−35.2)	(−35.2)	(−35.2)	(−35.2)
Total	51.2	50.8	51.2	49.9	49.0	48.6	46.8	46.4	45.2	44.8
CONSUMER										
Federal Trade Commission	69.9	69.6	71.1	71.5	72.4	72.3	73.7	73.6	75.1	75.0
Consumer Product Safety Commission	35.8	35.7	36.7	36.7	37.5	37.5	38.4	38.4	39.3	39.3
Total	105.7	105.3	107.8	108.2	109.9	109.8	112.1	112.0	114.4	114.3
MERCHANT MARINE										
Coast Guard:										
Operating expenses	2,000.0	2,000.0	2,000.0	2,000.0	2,000.0	2,000.0	2,000.0	2,000.0	2,000.0	2,000.0
Acquisition, construction and improvements	650.0	650.0	650.0	650.0	650.0	650.0	650.0	650.0	650.0	650.0
Research and development	32.0	32.0	32.0	32.0	32.0	32.0	32.0	32.0	32.0	32.0
Alteration of bridges	13.2	11.6	13.2	11.6	13.2	11.6	13.2	11.6	13.2	11.6
Maritime programs:										
Operations different subsidies	439.7	439.7	440.0	440.0	440.0	440.0	440.0	440.0	440.0	440.0
R&D	11.5	13.7	12.1	11.7	12.6	12.3	13.2	12.8	13.8	13.4
Operations/training	71.0	72.7	71.0	70.1	73.0	72.8	75.0	74.8	77.1	76.9
Federal ship financing	0	−33.7	0	−35.4	0	−37.1	0	−38.8	0	−40.5
Federal Maritime Commission	11.5	11.5	2.9	2.9	0	0	0	0	0	0
Total	3,228.9	3,197.5	3,221.2	3,182.9	3,220.8	3,181.6	3,223.4	3,182.4	3,226.1	3,183.4

SCIENCE, TECHNOLOGY AND SPACE										
National Aeronautics and Space Administration:										
Space Activities	6,617.4	6,468.7	6,504.5	6,560.9	6,002.0	6,088.8	5,919.5	5,917.1	5,000.4	5,218.5
Air Transportation	604.4	602.4	645.5	634.7	677.8	666.4	711.7	699.7	747.3	734.7
National Science Foundation	1,297.3	1,231.3	1,297.3	1,320.3	1,297.3	1,339.3	1,297.3	1,348.3	1,297.3	1,301.3
National Bureau of Standards	114.8	113.0	120.5	122.1	120.5	123.3	120.5	123.3	120.5	123.3
Earthquake Hazards Reduction Act:										
U.S. Geological Survey	29.5	30.7	29.5	30.7	29.5	30.7	29.5	30.7	29.5	30.7
Federal Emergency Management Agency	3.7	3.7	3.7	3.7	3.7	3.7	3.7	3.7	3.7	3.7
Federal Emergency Management Agency, Fire Prevention and Control (including the National Fire Academy)	14.7	14.7	15.5	15.5	16.3	16.3	17.1	17.1	18.0	18.0
Office of Science and Technology Policy	2.1	2.1	2.1	2.1	2.1	2.1	2.2	2.2	2.2	2.2
Office of Technology Assessment	14.6	14.8	15.4	13.9	16.2	14.6	17.0	15.3	17.8	16.1
Manufacturing Science and Technology Enhancement	20.0	10.0	10.0	20.0	10.0	10.0	10.0	10.0	10.0	10.0
Science and Technology Enhancement	20.0	20.0	40.0	40.0	60.0	60.0	95.0	95.0	105.0	105.0
Total	8,738.5	8,511.4	8,684.0	8,763.9	8,235.4	8,355.2	8,223.5	8,262.4	7,351.7	7,563.5
SURFACE TRANSPORTATION										
Federal Railroad Administration:										
Administration, research, and special project	70.7	88.9	74.2	93.3	77.9	97.9	81.7	102.7	85.7	107.8
Railroad safety	29.4	31.4	30.8	32.9	32.3	34.5	33.9	36.2	35.5	38.0
Rock Island labor assistance (transfer of funds)	15.0	25.0	0	0	0	0	0	0	0	0
Northeast corridor improvement project	100.0	310.0	0	219.2	0	106.7	0	20.2	0	0
National railroad passenger Corp. (Amtrak)	750.0	744.0	787.5	781.2	826.8	820.2	868.1	861.2	911.5	904.2
Redeemable preference shares	20.0	63.9	20.0	41.3	0	20.0	0	0	0	0
Subtotal	985.1	1,263.2	912.5	1,167.9	937.0	1,079.3	983.7	1,020.3	1,032.7	1,050.0
Natural Gas Pipeline Safety Act:[1]										
Operation and administration	3.3	3.3	3.5	3.3	3.7	3.7	3.8	3.8	4.0	4.0
Pipeline safety State grants-in-aid	3.5	3.0	3.7	3.2	3.9	3.3	4.1	3.5	4.3	3.6

Footnote at end of table.

REPORT ON BUDGET REQUIREMENTS: COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION—Continued

[In millions of dollars]

	Fiscal year 1984		Fiscal year 1985		Fiscal year 1986		Fiscal year 1987		Fiscal year 1988	
	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays
Pipeline safety R&D	.7	.7	.7	.7	.8	.8	.8	.8	.8	.8
Hazardous Materials Transportation Act: [1]										
Operation and administration	5.9	5.9	6.2	6.2	6.5	6.5	6.8	6.8	7.1	7.1
Research and development	.9	.9	1.0	1.0	1.0	1.0	1.1	1.1	1.1	1.1
Subtotal	14.3	13.8	15.1	14.4	15.9	15.3	16.6	16.0	17.3	16.6
Interstate Commerce Commission: Salaries and expenses	58.1	58.5	14.5	14.6	0	0	0	0	0	0
Total	1,057.5	1,335.5	942.1	1,196.9	952.9	1,094.6	1,000.3	1,036.3	1,050.0	1,066.6

Footnote at end of table.

[1] An authorization is not necessary because the Omnibus Budget Reconciliation Act of 1981 provided authorizations for the Research and Special Programs Administration through fiscal year 1984. The Natural Gas Pipeline Safety Act and the Hazarous Materials Transportation Act are both administered by RSPA.

RECOMMENDATIONS FOR FEDERAL LOAN AND LOAN GUARANTEE COMMITMENTS

[In millions of dollars]

	Fiscal year—				
	1984	1985	1986	1987	1988
New loan guarantee commitments:					
Federal ship financing fund	900	900	900	900	900